

“Chemical Romance”

Full Scale Exercise



After Action Report/Improvement Plan

07/24/13

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EXECUTIVE SUMMARY

The Chemical Romance Full Scale Exercise was designed to establish a learning environment for players to exercise emergency response plans, policies, and procedures as they pertain to Full-Scale. A Full-Scale is a complex event that requires detailed planning. To ensure an effective exercise, subject matter experts (SMEs) and local representatives from numerous agencies took part in the planning process and continued to participate through the development of this Report.

The Exercise Planning Team selected objectives that would focus on evaluating emergency response procedures, identifying areas for improvement, and achieving a collaborative attitude. This exercise focused on the following objectives:

- 1. Operational Coordination:** Evaluate the City of Santa Fe's ability to establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities.
- 2. On-Scene Security and Protection:** Evaluate the City of Santa Fe's ability to ensure a safe and secure environment through law enforcement and related security and protection operations for people and communities located within affected areas and also for all traditional and atypical response personnel engaged in lifesaving and life-sustaining operations. The specific capabilities evaluated for this exercise will be the Santa Fe Police Department's Special Weapons and Tactics (SWAT) and Explosive Ordinance Detection (EOD) team operations.
- 3. Environmental Response, Health, and Safety:** Evaluate the City of Santa Fe's ability to ensure the availability of guidance and resources to address all hazards including hazardous materials, acts of terrorism, and natural disasters in support of the responder operations and the affected communities. The specific capabilities evaluated for this exercise will be the Santa Fe Fire Department's Hazardous Materials team operations.

The purpose of this report is to analyze exercise results, identify strengths to be maintained and built upon, identify potential areas for further improvement, and support development of corrective actions.

Major Strengths

The major strengths identified during this exercise are as follows:

- Individual teams and disciplines performed very well
- Command-level decisions were made quickly and communicated to all agencies
- Intra-disciplinary communications were excellent

Primary Areas for Improvement

Throughout the exercise, several opportunities for improvement in The City of Santa Fe's ability to respond to the incident were identified. The primary areas for improvement, including recommendations, are as follows:

- Establishment and maintenance of a Unified Command Structure
- Development of a Common Operating Picture/Incident Action Plans

- Inter-agency/disciplinary communications

The Exercise Planning Team, Controllers and Evaluators were very pleased with the results and observations from this exercise, and have determined that the exercise successfully provided an opportunity to assess the identified capabilities.

SECTION 1: EXERCISE OVERVIEW

Exercise Details

Exercise Name

Chemical Romance

Type of Exercise

Full-Scale

Exercise Start Date

06/06/13

Exercise End Date

06/06/13

Duration

4 hours

Location

2195 West Zia Rd
Santa Fe, NM 87505

Program Funding

2010 Homeland Security Grant Program
2011 Emergency Management Performance Grant

Mission

Response

Capabilities

- Operational Coordination
- On-Scene Security and Protection
- Environmental Response, Health, and Safety

Scenario Type

Explosive Device/Hazardous Materials

Exercise Planning Team Leadership

Andrew Phelps, Exercise Director
Santa Fe Office of Emergency Management

Lt. Dale Lettenberger, SWAT/EOD SME
Santa Fe Police Department

Assistant Chief Jan Snyder, Unified Command SME
Santa Fe Fire Department

Battalion Chief Marty Sena, HazMat SME
Santa Fe Fire Department

Lt. Andrew Padilla, SWAT SME
Santa Fe Police Department

Lt. Beau Anderson, HazMat SME
Santa Fe Fire Department

Sgt. Troy Baker, EOD SME
Santa Fe Police Department

Celina Westervelt, Exercise PIO
Santa Fe Police Department

Participating Organizations

- City of Santa Fe Police Department
- City of Santa Fe Fire Department
- City of Santa Fe Office of Emergency Management
- City of Santa Fe City Manager's Office
- Santa Fe Regional Emergency Communications Center

Number of Participants

- Players: 28
- Controllers/Evaluators: 6
- Observers: 4
- Actor/Role Player: 1
- Support Staff: 5

SECTION 2: EXERCISE DESIGN SUMMARY

Exercise Design and Purpose

The Chemical Romance Full Scale Exercise was sponsored by the City of Santa Fe Office of Emergency Management and was developed with input, advice, and assistance from the Chemical Romance Full Scale Exercise Planning Team, which followed guidance set forth in the U.S. Department of Homeland Security (DHS) Homeland Security Exercise and Evaluation Program (HSEEP). This exercise was funded in part by the Federal Department of Homeland Security Emergency Management Performance Grant and Homeland Security Grant Program, with funds provided through the New Mexico Department of Homeland Security and Emergency Management.

The purpose of this exercise was to evaluate player actions against current response plans and capabilities for a Multi-agency incident response. The scope of play for the Chemical Romance Full Scale Exercise required the establishment of an incident scene and requires responders in the field to perform actions usually associated with an initial response to a multi-agency incident. These actions included command and control; communications; hazard identification; site security; contamination monitoring and control; and device recovery and packaging.

Exercise Objectives and Core Capabilities

The National Preparedness System and establishment of the National Preparedness Goal have steered the focus of homeland security toward a capabilities-based planning approach. Capabilities-based planning focuses on planning under uncertainty because the next danger or disaster can never be forecast with complete accuracy. Therefore, capabilities-based planning takes an all-hazards approach to planning and preparation that builds capabilities that can be applied to a wide variety of incidents. States and urban areas use capabilities-based planning to identify a baseline assessment of their homeland security efforts by comparing their current capabilities against the Core Capabilities identified in the National Preparedness Goal. This approach identifies gaps in current capabilities and focuses efforts on identifying and developing priority capabilities and capability targets for the jurisdiction. These priority capabilities are articulated in the jurisdiction's homeland security strategy and Multiyear Training and Exercise Plan, of which this exercise is a component.

The capabilities listed below were selected by the Chemical Romance Exercise Planning Team from the priority capabilities identified in the City of Santa Fe's Multiyear Training and Exercise Plan. These capabilities provided the foundation for development of the exercise objectives and scenario. The purpose of this exercise was to measure and validate performance of these capabilities and their associated critical tasks. The selected capabilities were:

- Operational Coordination
- On-Scene Security and Protection
- Environmental Response, Health, and Safety

Scenario Summary

On June 6, 2013 the City of Santa Fe Police Department Special Weapons and Tactics (SWAT) Team are called to execute an arrest warrant at a private residence located at 2195 W. Zia Rd. Upon entering

the residence, the subject is found hiding in room that also contains several buckets, bottles, and other containers of unknown chemicals. Additional "lab" equipment is also found. As SWAT officers take the subject into custody and begin exiting the residence, one officer spots what appears to be a hand grenade. Once outside the residence, the subject is asked to identify the chemicals inside of the structure. The subject claims he doesn't know what they are, that that room is used by "a friend". He doesn't know the name of this friend or where this friend current is located. Command determines that the SFPD EOD team is needed to evaluate the hand grenade and the SFFD HazMat team is needed to identify the unknown chemicals in the residence and determine of the SWAT officers and the suspect need medical treatment or decontamination.

SECTION 3: ANALYSIS OF CAPABILITIES

This section of the report reviews the performance of the exercised capabilities, activities, and tasks. In this section, observations are organized by capability and associated activities. The capabilities linked to the exercise objectives of the Chemical Romance Full-Scale Exercise are listed below, followed by corresponding activities. Each activity is followed by related observations, which include references, analysis, and recommendations.

Capability 1: Operational Coordination

Capability Summary: Evaluate the City of Santa Fe's ability to establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities.

Activity 1.1: Establish Unified Command

Observation 1.1: Lack of formal unified command

References:

1. N/A

Analysis: Command was initially established by SWAT Sgt, although a specific location was not established, Fire Department, once on-scene, was not fully integrated into the command structure.

Recommendations:

1. Additional multi-agency Unified Command training and exercise opportunities.
2. Formally establish Unified Command on smaller incidents to increase proficiency.
3. Identify and train staff from various City agencies to serve in an Incident Management team structure during large-scale/complex incidents.

Activity 1.2: Maintain Safety for First Responders

Observation 1.2: Safety, communications, and accountability occurred only at the team level.

References:

1. N/A

Analysis: Safety, accountability, and communications planning occurred within each of the three teams operating at the scene, however, there was no incident-wide safety, accountability, or communications plan or structure.

Recommendations:

1. Establish Unified Command for multi-agency responses, activate Command and General Staff (Safety officer, etc.) as needed.
2. Additional multi-agency Unified Command training and exercise opportunities.
3. Utilize existing designated PD/FD radio tactical channel for joint operations.

Activity 1.3: Development of an Incident Action Plan

Observation 1.3: Written Incident Action Plan not developed.

References:

1. N/A

Analysis: Incident planning occurred at the individual team level and the plans were well executed. There was no comprehensive plan for the incident as a whole.

Recommendations:

1. Provide IAP planning documents and job aids for all SFPD/SFFD personnel who may be in an Incident Command/Unified Command role
2. Additional multi-agency Unified Command training and exercise opportunities.

Activity 1.4: Demobilization of Resources

Observation 1.4: An incident-wide demobilization strategy/plan was not created.

References:

1. N/A

Analysis: Demobilization occurred at the Team level. A quick debrief occurred with command representatives from each team with most information saved for the “hot wash”.

Recommendations:

1. Increase IAP familiarity for IC/UC personnel
2. Additional multi-agency Unified Command training and exercise opportunities.

Capability 2: On-Scene Security and Protection

Capability Summary: Evaluate the City of Santa Fe’s ability to ensure a safe and secure environment through law enforcement and related security and protection operations for people and communities located within affected areas and also for all traditional and atypical response personnel engaged in lifesaving and life-sustaining operations. The specific capabilities evaluated for this exercise will be the Santa Fe Police Department’s Special Weapons and Tactics (SWAT) and Explosive Ordinance Detection (EOD) team operations.

Activity 2.1: Conduct initial location scout and team brief (SWAT)

Observation 2.1: All tasks associated with this activity were satisfactorily completed by the SWAT Team.

References:

1. N/A

Analysis: The SFPD SWAT Team performed initial location scout and team brief operations as expected.

Recommendations:

1. There are no recommendations at this time.

Activity 2.2: Execution of Search Warrant (SWAT)

Observation 2.2: Existing procedures followed when a hazardous environment was discovered.

References:

1. N/A

Analysis: Team members followed existing procedures and ordered a “Landslide” evacuation when a hazardous environment was discovered; the back-up plan to have the subject of the search warrant self-evacuate following law enforcement commands was successful. 2 SWAT operators used radios while taking suspect into custody after identifying possible IED (Improvised Explosive Device) on the suspect..

Recommendations:

1. In consultation with the SFPD EOD Team, develop operating guidelines for use of radios, cellular telephones, or other wireless communication devices during possible IED incidents.

Activity 2.3: Brief HazMat/EOD on Observed Devices/Hazardous Materials (SWAT)

Observation 2.3: Hazardous Materials and EOD teams were provided with information about the lay-out of the structure and location of observed explosive device and hazardous materials.

References:

1. N/A

Analysis: The SFPD SWAT team provided incident-specific information to EOD and HazMat Teams following their initial entry.

Recommendations:

1. There are no recommendations at this time.

Activity 2.4: Team Debrief (SWAT)

Observation 2.4: SWAT Team Leader conducted a debrief with all SWAT Team operators.

References:

1. N/A

Analysis: The SWAT Team Leader provided a comprehensive debrief of SWAT Team operators.

Recommendations:

1. There are no recommendations at this time.

Activity 2.5: Activate and Mobilize EOD

Observation 2.5: EOD was successfully activated and mobilized.

References:

1. N/A

Analysis: EOD personnel arrived on-scene in a timely manner with the appropriate equipment, however, were understaffed.

Recommendations:

1. Increase the number of EOD Technicians within SFPD.

Activity 2.6: Assess and Search the Incident Site

Observation 2.6: EOD utilized available equipment and information provided by SWAT to assess and search the Incident site.

References:

1. N/A

Analysis: EOD used its new EOD Robot, as well as information from the SWAT sweep of the structure to evaluate appropriate mitigation measures, and provided recommendations to SWAT for dealing with a suspect who may have had an IED or detonator attached to his person.

Recommendations:

1. There are no recommendations at this time.

Activity 2.7: Remove and Dispose of Device

Observation 2.7: EOD successfully rendered the explosive device safe.

References:

1. N/A

Analysis: EOD successfully used its Robot to assess and safely remove a found explosive device.

Recommendations:

1. There are no recommendations at this time.

Activity 2.8: Document Incident Response

Observation 2.8: EOD maintained response documentation throughout the response.

References:

1. N/A

Analysis: EOD maintained appropriate documentation of its actions during the response to this incident.

Recommendations:

1. There are no recommendations at this time.

Capability 3: Environmental Response, Health, and Safety

Capability Summary: Evaluate the City of Santa Fe's ability to ensure the availability of guidance and resources to address all hazards including hazardous materials, acts of terrorism, and natural disasters in support of the responder operations and the affected communities. The specific capabilities evaluated for this exercise will be the Santa Fe Fire Department's Hazardous Materials team operations.

Activity 3.1: Direct WMD and Hazardous Material Response and Decontamination Tactical Operations

Observation 3.1: SFFD HazMat personnel successfully directed response operations.

References:

1. N/A

Analysis: SFFD HazMat developed a plan for entering the hazard building, evaluating the unknown substance, packaging the unknown substance, and initiating decontamination.

Recommendations:

1. There are no recommendations at this time.

Activity 3.2: Identify the Hazard

Observation 3.2: SFFD HazMat personnel correctly identified each of the 4 test substances.

References:

1. N/A

Analysis: Utilizing existing equipment and procedures, SFFD HazMat correctly identified each of the 4 unknown substances located inside of the hazard house within 10 minutes of first contact.

Recommendations:

1. Provide hands-free, in-suit communication capability for HazMat operators to allow better communication from the hot zone to the Incident Command Post.

SECTION 4: CONCLUSION

This exercise provided the opportunity for the City of Santa Fe's emergency response agencies to interact in a controlled emergency environment. The ultimate goal of this exercise was to determine what works and what doesn't in a large-scale multi-agency response. This exercise met that goal and exceeded the expectations of the Exercise Planning Team.

This exercise identified the following opportunities to further improve the City of Santa Fe's ability to respond to a large, atypical incident:

- Increase opportunities (simulated and real-world) to establish and maintain a Unified Command Structure supported by additional Incident Command System training
- Increase the level of familiarity with technical communication capabilities and the operational and technical capabilities of the City's special teams (SWAT, EOD, and HazMat).
- Formalize the City's Incident Management Team that is used for planning and managing large events in Santa Fe

These lessons learned, when translated into actions via this Report's Improvement Plan, not only increase the already high level of specialty capabilities in the City of Santa Fe, but go a long way towards preparing our community for what ever bad day may lie ahead.

APPENDIX A: IMPROVEMENT PLAN

This Improvement Plan was prepared for the City of Santa Fe as a result of the Chemical Romance Full Scale Exercise conducted on June 6, 2013. These recommendations draw on both the After Action Report and the After Action Conference.

Table A.1 *Improvement Plan Matrix*

Capability	Observation Title	Recommendation	Corrective Action Description	POETE Element	Primary/ Secondary Responsible Agency	Agency POC	Start Date	Completion Date
Operational Coordination	Observation 1.1: Lack of formal unified command	1.1.1: Additional multi-agency Unified Command training and exercise opportunities.	Provide ICS 300 and 400 at least twice annually; conduct multiple operations-based Command exercises annually.	Training; Exercise	SF OEM/SFPD, SFFD	A. Phelps/ J. Schaerfl, J. Snyder	08/01/13	On-going
		1.1.2: Formally establish Unified Command on smaller incidents to increase proficiency.	Integrate establishment of UC into SFFD/SFPD operations	Organizing	SFPD, SFFD	J. Schaerfl, J. Snyder	08/01/13	On-going
		1.1.3: Identify and train staff from various City agencies to serve in an Incident Management team structure during large-scale/complex incidents.	Formally establish and maintain a NIMS Type III Incident Management Team	Organizing, Planning, Training, Exercise	SF OEM/SFPD, SFFD	A. Phelps/ J. Schaerfl, J. Snyder	08/01/13	On-going

Capability	Observation Title	Recommendation	Corrective Action Description	POETE Element	Primary/ Secondary Responsible Agency	Agency POC	Start Date	Completion Date
Operational Coordination	Observation 1.2: Safety, communications, and accountability occurred only at the team level.	1.2.1: Establish Unified Command for multi-agency responses, activate Command and General Staff (Safety officer, etc.) as needed.	Provide ICS 300 and 400 at least twice annually; conduct multiple operations-based Command exercises annually.	Training; Exercise	SF OEM/SFPD, SFFD	A. Phelps/ J. Schaerfl, J. Snyder	08/01/13	On-going
		1.2.2: Additional multi-agency Unified Command training and exercise opportunities.	Provide ICS 300 and 400 at least twice annually; conduct multiple operations-based Command exercises annually.	Training; Exercise	SF OEM/SFPD, SFFD	A. Phelps/ J. Schaerfl, J. Snyder	08/01/13	On-going
		1.2.3: Utilize existing designated PD/FD radio tactical channel for joint operations.	Ensure all department radios have the appropriate frequencies.	Equipping	SFPD/ SFFD	J. Schaerfl/ J. Snyder	08/01/13	12/31/13

Capability	Observation Title	Recommendation	Corrective Action Description	POETE Element	Primary/ Secondary Responsible Agency	Agency POC	Start Date	Completion Date
Operational Coordination	Observation 1.3: Written Incident Action Plan not developed.	1.3.1: Provide IAP planning documents and job aids for all SFPD/SFFD personnel who may be in an Incident Command/Unified Command role	Provide paper copies of IAP documents, load digital IAP documents into mobile computers.	Equipping	SF OEM/SFPD, SFFD	A. Phelps/J. Schaerfl, J. Snyder	08/01/13	12/31/13
		1.3.2: Additional multi-agency Unified Command training and exercise opportunities.	Provide ICS 300 and 400 at least twice annually; conduct multiple operations-based Command exercises annually.	Training; Exercise	SF OEM/SFPD, SFFD	A. Phelps/J. Schaerfl, J. Snyder	08/01/13	On-going
	Observation 1.4: An incident-wide demobilization strategy/plan was not created.	1.4.1: Increase IAP familiarity for IC/UC personnel	Provide IAP familiarization training/workshops/drills.	Training; Exercise	SF OEM/SFPD, SFFD	A. Phelps/J. Schaerfl, J. Snyder	08/01/13	On-going
		1.4.2: Additional multi-agency Unified Command training and exercise opportunities.	Provide ICS 300 and 400 at least twice annually; conduct multiple operations-based Command exercises annually.	Training; Exercise	SF OEM/SFPD, SFFD	A. Phelps/J. Schaerfl, J. Snyder	08/01/13	On-going

Capability	Observation Title	Recommendation	Corrective Action Description	POETE Element	Primary/ Secondary Responsible Agency	Agency POC	Start Date	Completion Date
On-Scene Security and Protection	Observation 2.1. Existing procedures followed when a hazardous environment was discovered.	2.1.1: In consultation with the SFPD EOD Team, develop operating guidelines for use of radios, cellular telephones, or other wireless communication devices during possible IED incidents.	Seek out best practices for maintaining tactical communications in an IED environment, incorporate into operational guidelines.	Planning	SFPD	D. Letteneberger	08/01/13	12/31/2013
	Observation 2.5: EOD was successfully activated and mobilized.	2.5.1: Increase the number of EOD Technicians within SFPD.	Identify and train SFPD personnel for EOD Technician training.	Organizing, Training	SFPD	D. Letteneberger	08/01/13	12/31/2014
Environmental Response, Health and Safety	Observation 3.2: SFFD HazMat personnel correctly identified each of the 4 test substances.	Recommendation 3.2.1: Provide hands-free, in-suit communication capability for HazMat operators to allow better communication from the hot zone to the Incident Command Post.	Procure in-suit hands-free communications capabilities for HazMat operators.	Equipping	SFFD	J. Snyder	08/01/13	12/31/2013

APPENDIX B: PARTICIPANT FEEDBACK SUMMARY

Feedback forms received from

Players: 13

Controller/Evaluators: 1

Observers: 0

Actors: 1

Unknown: 1

TOTAL: 16

1. Top 3 issues and/or areas that need improvement.

- A. Inter-agency Communications
- B. Establish/Maintain Unified Command
- C. Discipline-Specific training and equipment needs

2. Action steps that should be taken to address the issues identified above

- A.1. Increase familiarity with technical capabilities of radios/communications systems
- A.2. Utilize FD/PP tactical channel more frequently during incidents to increase familiarity
- B.1. Increase multi-agency Unified Command training and exercise opportunities
- B.2. Provide methods for communicating (visually, via radio, etc) an incident's command structure to all incident personnel
- C.1. Increase inter-agency/inter-disciplinary training opportunities
- C.2. Purchase portable ramp for EOD robot

3. Equipment, training or plans/procedures that should be reviewed, revised, or developed.

- EOD Robot Ramp
- "Scout" Robot for EOD/SWAT
- Inter-agency Unified Command Training
- Social Media Policy
- Joint SWAT/EOD Suicide Bomber Training
- Better Ballistic Shield (ballistic blanket inadequate for explosions)
- Skull/Throat mics for HazMat suits

4. Assessment of the exercise design and conduct:

The exercise was well structured and organized.

Strongly Disagree: 0 Disagree: 0 Neutral: 3 **Agree: 9** Strongly Agree: 3

The exercise scenario was plausible and realistic.

Strongly Disagree: 0 Disagree: 1 Neutral: 2 **Agree: 8** Strongly Agree: 4

The documentation used during the exercise was a valuable tool throughout the exercise.

Strongly Disagree: 0 Disagree: 2 Neutral: 2 **Agree: 6** Strongly Agree: 5

Participation in the exercise was appropriate for someone in my position.

Strongly Disagree: 1 Disagree: 1 Neutral: 0 Agree: 6 **Strongly Agree: 7**

The participants included the right people in terms of level and mix of disciplines.

Strongly Disagree: 1 Disagree: 1 Neutral: 0 **Agree: 7** Strongly Agree: 6

5. Changes to improve this exercise:

- More FD involvement in the planning to better integrate FD and identify players
- Discuss exercise communications in more depth during player brief
- Ensure availability of EOD personnel for exercises
- Use a location that can be damaged or in which chemical agents can be deployed
- Have SFFD HazMat actually decon responders

APPENDIX C: ACRONYMS

Table F.1: *Acronyms*

Acronym	Meaning
AAR	After-Action Report
DHS	Department of Homeland Security
EOD	Explosive Ordinance Detection
HazMat	Hazardous Materials
HSEEP	Homeland Security Exercise Evaluation Program
IED	Improvised Explosive Device
PIO	Public Information Officer
POC	Point of Contact
POETE	Planning, Organization, Exercise, Training, Equipping
RECC	Regional Emergency Communications Center
SFFD	Santa Fe Fire Department
SFOEM	Santa Fe Office of Emergency Management
SFPD	Santa Fe Police Department
SME	Subject Matter Expert
SWAT	Special Weapons and Tactics